October 10, 2014

Re: Explanation of Veto of THPO Statute

It is with a clear and disappointing sense of déjà vu that I will veto Waganakising Odawak Statute - Tribal Historic Preservation Office Protection and Management of Archaeological, Historical and Cultural Properties and Cultural Resources, a proposed law that would spend LTBB funds needlessly on further duplication of tribal government departments. This statute, which was initiated, drafted and passed by the Legislative Branch, would amend existing law for the sole purpose of creating a new administrative department, which would be specifically located in (and under the control of) the Legislative Branch.

A. Existing Law

Currently, WOS 2013-002, (found at Section 6.4702 of the LTBB Tribal Code), describes the duties and functions of the Tribal Historic Preservation Office (THPO). The existing law was passed in February 2013, and states as follows: (underlines have been added)

6.4705 (A) "A Tribal Historic Preservation Office (THPO) shall be established to increase efforts in locating, documenting, and evaluating historic properties. This information shall provide a record of the past for future generations and <u>shall be housed</u> with the Department of Repatriation, Archives and Records ..."

But the new law changes this to:

"Section V. (A) A Tribal Historic Preservation office (THPO) shall be established <u>within the Legislative</u>

<u>Branch</u> to increase efforts in locating, documenting, and evaluating historic properties within the LTBB reservation..."

In the same way, under existing law, the key staff member is defined as follows:

6.4704 (N) "Tribal Historic Preservation Officer" means the representative of the Tribe who is nominated by the Tribal Chair and appointed by the Tribal Council."

But the proposed Statute changes this to:

O. "Tribal Historic Preservation Officer" means the person who is employed by the Tribal Council.

To summarize, the Tribal Council now finds it necessary, just 20 months after the existing law was enacted, to re-write the THPO law, so that those functions can be moved away from the Executive Branch and placed under the sole control of the Legislative Branch. This decision was made with no public disclosure to LTBB Tribal Citizens of the cost of this new department, which would include consultants, office space, staff training, and travel, and which will duplicate much of the work already done by the existing Department of Repatriation, Archives and Records.

There is no dispute that the functions of a THPO office are important. Preservation of historical records is a key element of maintaining our cultural and political identity. It's clear to me that LTBB's extensive historical documents played a critical role in the success of our decades-long campaign for federal reaffirmation. On a much higher level, the respectful return of the remains of our ancestors, especially when those remains have been held in museums or other disrespectful conditions, is a sacred trust and obligation that we owe to all who walked before us. No argument whatsoever on these points; none at all.

And we can be justifiably proud of the work of the existing LTBB Repatriation, Archives and Records Department, which has received local, regional and national and recognition as one of the finest tribal archive departments in the US. In fact, as reported in the January 2014 issue of the Odawa Trails newsletter, the existing Repatriation, Archives and Records Department was recognized by *Museum Fur Volkerkunde*, in Vienna, which is the largest anthropological museum in Austria. Also, thanks to the work of the existing department, LTBB was recently awarded a federal grant to expand and modernize its archive space, and to add state-of-the-art preservation equipment. Many other tribes can only aspire to have this level of ability in preserving historical documents and artifacts.

B. Separation of Powers

The proposed THPO statute continues a pattern that is completely contrary to the division of powers clearly spelled out in our Constitution. Each branch of the Tribal Government is specifically prohibited from doing the work of any other branch, as described in Article VI.

LTBB Constitution, Article VI. D – Separation of Functions

"No branch of the government shall exercise the powers, duties or functions delegated to another branch."

The THPO function was delegated to the Executive Branch by the existing law. Unfortunately, instead of recognizing this Constitutional mandate and respecting the wisdom of the Tribal Citizens who drafted, negotiated, voted for and established our Constitution, Tribal Council has found a way to circumvent this balance of power – never mind the existing law, just create a <u>new</u> department under the Legislative Branch. Rather than accept and build upon the current ability and reputation of LTBB's existing Repatriation, Archives and Records Department, the Legislative Branch has instead elected to create an

entirely new department, so that some hand-picked THPO functions (and staff) can be moved under the Legislative Branch.

Assuming this veto is overridden, as we anticipate it will be, Tribal Citizens should expect the size (and the corresponding cost) of the Tribal Government to continue to expand, as the Legislative Branch finds more departments and functions that need to be duplicated. Sad to say, we as Tribal Citizens cannot be surprised by this waste of our limited financial resources, because we've seen it many times before. A treasury department was established that duplicates the accounting department; an expensive farm was purchased to grow produce instead of the produce at the Berg farm; a law was drafted to require weekly payroll for employees which bypasses the Executive's legitimate role in the day-to-day operations of the government and adds expense. In the opinion of the Executive, it is cheaper in the long run to work cooperatively and use the resources currently in place, rather than add more government departments.

The Tribal Council continues to spend money on unnecessary staff, facilities, departments and buildings, while overlooking the critical needs of 4569 Tribal Citizens - for medical care, health insurance, education and tuition assistance, and real answers to the affordable housing shortage faced by too many tribal families. This veto is not an easy decision, because I would much prefer to work in cooperation with other branches of the government, but it is the best tool available to keep the betterment of Tribal Citizens in the forefront of our discussion, which is where it should be for all of us.

C. Funding and Budget Impacts

The proposed THPO law contains absolutely no constraints on the budget that will be allocated to the new department. The new law includes the following staff positions: 1) THPO officer; 2) THPO staff for pre-field investigations; 3) Qualified Archaeologist for field investigations; 4) Tribal-Archaeology Para-Professional; 5) Administrative staff for correspondence, fees and filing; and 6) Law enforcement officer for criminal and civil citations.

The average annual pay for a Tribal Government employee is about \$32,000, so the cost of six additional employees in this new THPO department is estimated at \$192,000 per year. Adding the 42% fringe rate, (in the amount of \$80,640) to cover payroll taxes and employee benefits, brings the annual cost of this new department for <u>labor alone</u> to \$272,640. Office space, supplies, training, and travel will be additional costs, so we believe \$350,000 is a conservative estimate of the yearly cost of this proposed law.

Since there is no budget section in the new law, funding of the new THPO department will require supplemental funding authorizations, and this is exactly where implementation of the current THPO law broke down. The existing law was passed in 2013 and a THPO officer was hired as a consultant, without any corresponding budget to pay the person. The Executive Branch pointed out this oversight, seeking a reasonable solution that would allow the consultant to be paid. But instead of addressing the budget shortfall, the response from the Legislative Branch was to draft a law allowing it to take control of the department.

As noted above, the Executive Branch concurs that THPO functions are critical to LTBB's functioning and survival. But since we already have a well-established Department of Repatriation, Archives and Records, there is no need to waste money duplicating the same duties and functions in a new department, simply because a re-write of the law would allow the new department to be placed under the Legislative Branch.

The preferred solution would be:

- A. Recognize and respect the separation of powers required by the Tribal Constitution; and
- B. Work cooperatively with the Executive Branch and existing staff to evaluate and address the need for additional THPO staff, training or procedures.

We appreciate the critical importance of the THPO functions, but we are unable to concur in a law that would spend scarce funds on a new Legislative Branch department merely because existing leaders and staff can't seem to find a way to work cooperatively.

Respectfully submitted,

Fred Kiogima Tribal Chairman

WAGANAKISING ODAWAK STATUTE TRIBAL HISTORIC PRESERVATION OFFICE PROTECTION AND MANAGEMENT OF ARCHAEOLOGICAL, HISTORICAL AND CULTURAL PROPERTIES AND CULTURAL RESOURCES

SECTION I. PURPOSE

The purpose of this Statute is to engage in a comprehensive program of historic preservation to promote the protection and conservation of such archaeological, historical and cultural properties and resources located within the exterior boundaries of the Little Traverse Bay Bands of Odawa Indians (LTBB) reservation for the preservation, education, and enrichment of the Citizens of the Tribe and such others as the Tribe shall permit. This Statute repeals and replaces Waganakising Odawak Statute 2013-002, and any and all previous Statutes.

SECTION II. ABROGATION AND GREATER RESTRICTIONS

- **A.** Where this Statute imposes greater restrictions than those contained in relevant Federal Laws and Regulations, this Statute shall govern.
- B. Other Federal laws and regulations that apply to Tribal Lands administered by the Bureau of Indian Affairs, but may be superseded by this Statute include: National Historic Preservation Act of 1966, as amended (NHPA), 16 U.S.C. 470(1988); Archaeological and Historic Preservation Act of 1974, 16 U.S.C. 469; National Environmental Policy Act (NEPA), 42 U.S.C. 4321 (1988); 36 C.F.R. Part 800: Protection of Historic Properties; American Indian Religious Freedom Act (AIRFA), 42 U.S.C. 1996 (1988); Native American Graves Protection and Repatriation Act of 1990 (NAGPRA), 25 U.S.C. 3001; Archaeological Resources Protection Act of 1979, as amended (ARPA), 16 U.S.C. 470; and Executive Order 13007.
- C. This Statute shall not affect the application of separate actions occurring under State of Federal laws.

SECTION III. APPLICABILITY

This Statute shall apply to all individuals, activities, and property, whether free or in trust, within the exterior boundaries of the Little Traverse Bay Bands of Odawa Indians Reservation.

SECTION IV. DEFINITIONS

- **A.** "BIA-MAO" means the Bureau of Indian Affairs-Minneapolis Area Office.
- **B.** "Burial Site" means any place of interment, by any means, natural or a physically prepared location, whether originally below, on, or above the surface of the earth, where human remains or associated funerary objects are deposited, as part of the death rites of ceremonies of a culture.
- C. "Field Archeology" means the study of the traces of human culture by means of controlled, systematic surveying, digging, sampling, excavating or removing objects.
- **D.** "Funerary Objects" means objects, that as a part of the death rite or ceremony of a culture, are reasonably believed to have been placed with individual human remains either at the time of death or later.
- E. "Historic Properties" means any prehistoric or historic site, district, structure, object, or remains, significant to the prehistory, history, architecture, archeology, culture, or spiritual nature of the Tribe, the State, and the United States of America. Historic properties are generally greater than fifty (50) years in age.
- **F.** "Historic Preservation means the research, protection, restoration, and rehabilitation of historic properties and resources.
- **G.** "Human Remains" includes any part of a deceased human being in any state of decomposition, including the surrounding soil immediately within and adjacent to the burial.

- H. "Land and Reservation Committee" means the standing Committee of Tribal Council.
- I. "Qualified Archaeologist" means any person who meets the Secretary of Interior's standards for archaeologist: a graduate degree in archaeology, anthropology or a closely related field and at least one full year of full-time professional experience or equivalent specialized training in archaeological or physical anthropological research, administration or management, at least four month of supervised field and analytical experience in general North American archeology or physical anthropology and a demonstrated ability to carry research to completion.
- J. "Reservation" means all lands within the boundaries of the Reservations for the Little Traverse Bay Bands of Odawa Indians as set out in Article I, paragraphs third and fourth of the Treaty of 1855, 11 Stat. 621, plus any lands set out in Articles Second and Third of the Treaty of March 28, 1836, 7 Stat. 491, in the event that the 1836 Reservation is determined to include lands which are not included within the 1855 Reservation, plus any lands outside of those boundaries which are now or in the future declared to be Little Traverse Bay Bands of Odawa Indians Reservation by the U.S. Department of the Interior.
- **K.** "Sacred Site" means any specific, discrete, narrowly delineated location that is identified as sacred by virtue of its established religious significance or ceremonial use.
- L. "Traditional Cultural Property" means a place eligible for inclusion in the Tribal, State, and/or National Register because of its association with cultural practices or beliefs of a community that is rooted in that community's history and are important in maintaining the continuing cultural identity of the community.
- M. "Tribal Archeology Para-Professional" means a tribal member that has undergone formal training in basic archaeological field methods and has maintained the minimum annual requirements.
- **N.** "THPO" means the Tribal Historic Preservation Office composed of the Tribal Historic Preservation Officer and staff.
- O. "Tribal Historic Preservation Officer" means the person who is employed by the Tribal

3 of 12

Council.

- **P.** "Tribal Citizen" means a person enrolled with the Tribe.
- **Q.** "Tribe" means the Little Traverse Bay Bands of Odawa Indians.
- **R.** "Undertaking" includes any project, activity, or program and any of its elements that may have potential to affect an historic property, burial site, human remains, sacred site or traditional cultural property and includes construction, rehabilitation, planning, repair projects, land clearing, licenses, and permits for buildings, roads and development.

SECTION V. TRIBAL HISTORIC RESERVATION OFFICE DUTIES AND AUTHORITY

- A. A Tribal Historic Preservation Office (THPO) shall be established within the Legislative Branch to increase efforts in locating, documenting, and evaluating historic properties within the LTBB reservation. This information shall provide a record of the past for future generations and a copy of the record shall be housed with the Department of Repatriation, Archives and Records. Information on historic properties recorded in the ceded territory shall also be collected, evaluated, and recorded.
- **B.** The THPO shall develop a file of identified historic properties within the exterior boundaries of the Tribe's reservation. This file shall also contain an inventory of areas that have been investigated and found not to contain historic properties, the foundations of buildings and the adjacent builder's trench, burial sites, sacred sites or traditional cultural properties. The Tribal Historic Preservation Officer shall be solely responsible for the active collection and cataloging of known historic properties, surveyed areas, and the locations of potential archaeological sites.
- C. With Tribal Council approval via the Land and Reservation Committee, the THPO shall identify and nominate eligible properties to the National Register, and otherwise submit applications for listing historic properties on the National Register.

- **D.** The THPO shall administer Federal assistance funds received by the Tribe for Historic Preservation activities.
- E. The THPO shall consult with appropriate Federal agencies in accordance with the National Historic Preservation Act regarding Federal undertakings that may affect historic properties and evaluate the content and sufficiency of any plans developed to protect, manage, or to reduce or mitigate harm to such properties, and assure that these undertakings are conducted in full compliance with tribal laws and traditional practices, for Tribal Council's approval via the Land and Reservation Committee,
- F. The THPO shall advise Federal, State and local governments as to their responsibilities regarding undertakings of archaeological properties within the Tribe's jurisdiction.
- G. The Tribal Historic Preservation Officer is responsible for the issuance of "Permits to Proceed with an Undertaking on Lands within the Reservation" as delineated within this Statute.
- **H.** The Department of Repatriation, Archives and Record shall be the permanent repository for cultural materials discovered on Tribal and allotted lands. Access to the use of collections for educational and research purposes, shall be controlled by the Department.
- I. The THPO shall assume responsibility under section 101 (d) 6 and in cooperation with the State Historic Preservation Officer, determine and recommend properties for inclusion on the National Register, properties that are of traditional, religious/spiritual and cultural importance to the Tribe.

SECTION VI. BURIAL SITES AND TREATMENT OF HUMAN REMAINS

A. No individual shall knowingly excavate or damage a burial site, human remains or funerary objects. No individual shall intentionally cause or permit the disturbance of a burial site or established buffer zone surrounding a burial site. Further, an individual shall immediately notify the Tribal Historic Preservation Officer if the person knows of or has reasonable grounds to believe that a burial site or established buffer zone is being disturbed contrary to this sub chapter.

- **B.** Only in the extreme cases of unavoidable destruction, natural exposure or accidental discovery shall burial sites, human remains or funerary objects be approved for intentional disturbance. When disturbance is found to be necessary, or has already occurred, the Tribal Historic Preservation Officer will agree to a procedure in writing by which the disturbance shall be mitigated.
- C. At all times during the process of disturbing any human remains, the Tribal Historic Preservation Officer or his or her designee shall be on hand to assist and ensure that the parties employed to remove or expose any human remains or grave goods implement the written procedure as previously agreed upon.
- **D.** No Scientific Analysis or Reburial will occur unless agreed upon by the Tribal Historic Preservation Officer.

ECTION VII. PERMITS TO PROCEED WITH AN UNDERTAKING ON LAND WITHIN THE RESERVATION

- **A.** Prior to beginning any undertaking on land within the Reservation, all individuals shall have a signed Permit to Proceed from the Tribal Historic Preservation Officer.
- **B.** Procedures for Obtaining a Permit to Proceed.
 - 1. Submission of Application for Permit to Proceed. During the planning stage of all undertakings on land within the Reservation, all individuals shall complete and submit an application for a Permit to Proceed. Permits to Proceed can only be issued by the THPO. The THPO shall review the application, and determine, following a review of the THPO files covering that area, if a field investigation will be required. The THPO shall notify the applicant in writing within thirty (30) days if a field investigation is required. If no field investigation is required, the THPO shall either issue the Permit to Proceed or notify the applicant in writing of the reason for Permit denial.
 - 2. Field Investigation. All areas within the Reservation boundaries that will undergo

earth disturbing activities, not specifically excluded below (66.404), and not previously subjected to a field investigation, shall be subject to a review process to determine the presence or absence of historic properties, burial sites, sacred sites or traditional cultural properties. The review consists of the following:

- a. File Search and Pre-Field Investigations. THPO staff will check files and maps recording the locations of identified historic properties, burial sites, sacred site and traditional cultural properties, as well as the locations of areas previously investigated. Additional information may be sought from Tribal Elders and other individuals if deemed necessary in areas identified as highly sensitive.
- **b.** Field Archeology. The project area presented in the Permit application will be investigated by a qualified archaeologist to record and describe any historic properties. Archaeological investigations are dependent on weather and ground conditions.
- 3. Permit Contingencies. Based upon the results of the field investigations, the THPO will determine whether or not a Permit to Proceed will be granted and shall make a recommendation to Tribal Council via the Land and Reservation Committee. Within fourteen (14) days of the completion of the field investigation and with Tribal Council approval, the THPO shall issue one of the following:
 - a. A Permit to Proceed with no contingencies.
 - **b.** A Permit to Proceed with contingencies.
 - c. A letter denying the Permit to Proceed stating that the project may not proceed according to the plans presented by the applicant. The applicant may submit a new application based upon changes made in consultation with the THPO, which would remove or minimize any impacts to historic properties.
- C. Appeal of Denied Permits to Proceed. An applicant may appeal any denied Permits by requesting a hearing before Tribal Council. The request must be made in writing within fourteen

(14) days of the Permit denial. A determination from Tribal Council shall be final.

- **D.** Lands within the Reservation, Excluded from Pre-Field and Field Archeology Investigations. The THPO may permit the following areas to be excluded from field archeology investigations:
 - 1. Activities that are excluded from pre-field and field investigations:
 - **a.** Gardening, in general, in pre-existing gardens, or new garden construction;
 - **b.** Projects less than one (1) square meter in size (i.e.) digging postholes, planting trees, bushes, etc.);
 - **c.** Maintenance activities including but not limited to: basic road maintenance, grading, snowplowing;
 - **d.** Any areas that have previously undergone an archaeological survey and has been permitted with no contingencies;
 - e. Projects that will not have ground disturbing affects; i.e. mowing lawn, winter logging activity on frozen ground.
 - 2. Activities that, at the discretion of the THPO, may be excluded from field archeology investigations, but may require a pre-field archaeological investigation:
 - a. Swampy areas or areas with mucky soils;
 - **b.** Locations directly on steep slopes which would prohibit construction of historic or prehistoric dwellings or settlements;
 - **c.** Areas already disturbed by a depth of greater than three (3) feet; i.e. Gravel pits;

- **d.** Emergency situations (septic replacement, etc.);
- **e.** Hazardous conditions that jeopardize the safety of THPO staff or individuals.
- E. Payment for Field Archaeological Surveys of Tribal Lands leased by Tribal Citizens. The Tribe shall pay for required field archaeological surveys of Tribal Citizens. All other surveys, including projects receiving funding from Federal agencies and other entities shall not be paid for by the Tribe; unless, otherwise and previously approved by Tribal Council.

SECTION VIII. PERMITS TO CONDUCT ACHAEOLOGICAL INVESTIGATIONS

- A. Tribal Permit to Conduct Archaeological Investigations. All individuals intending to conduct archaeological investigations or engaging in the excavation or removal of archaeological materials from historic properties on lands within the reservation must have a "Permit to Conduct Archaeological Investigations" approved by Tribal Council via the Land and Reservation Committee, signed by the THPO and must satisfy the requirements of a qualified archaeologist.
- **B.** Permits for Non-Tribal Citizens. Any Individual intending to conduct archaeological investigations or engaging in excavation or removal of archaeological materials form historic properties on Federal, Tribal or allotted lands, that is not an enrolled Tribal Citizen, must have a valid ARPA Permit approved by Tribal Council via the Land and Reservation Committee, signed by the Area Director of the BIA-MOA as required in 25 C.F.R. 262.4. This permit is in addition to the Permit required by the Tribe.
- C. Permits to Conduct Field Archeology on State Land within the Exterior Boundaries of the Reservation. Any individual wishing to conduct field archeology on State land within the exterior boundaries of the Reservation shall in addition to the requirements under this Statute, contact the Office of the State Archaeologist of Michigan to determine the need and process of applying for a State permit or license to conduct field archeology as encouraged in State Statute 1710.19. This permit is in addition to the Permit required by the Tribe.

D. Requirements of Qualified Archaeologist. Archaeological surveys shall be conducted by an archaeologist meeting the Department of Interior's Standards for Archaeologists, or by a Tribal Archeology Para-Professional under the supervision of a qualified archaeologist.

SECTION IX. ENFORCEMENT OF PENALTIES

- **A.** Enforcement by Duly Authorized Law Enforcement Officer.
 - 1. The duly authorized Law Enforcement Officer shall have the responsibility and authority to enforce and implement the provisions of this Statute, which includes the issuance of citations.
 - 2. Criminal Penalties. Any person who violates, counsels, procures, solicits, or employs any other person to violate any prohibition, or fails to follow the above stated procedures, shall, upon conviction, be fined an amount not to exceed \$1,000.00 or imprisoned for a term not to exceed twelve (12) months, or both. Such person may also be subject to the civil penalties provided for in this Statute. Criminal penalties shall also apply in Tribal Court.
 - 3. Civil Penalties. Any person violating the provisions of this chapter commits a civil infraction punishable by fine and/or exclusion from the Reservation. The infraction shall be punishable by a fine not to exceed \$1,000.00. The Tribal Court shall hear the trial of any such infraction and the prosecution shall have the burden of proving the alleged infraction by a preponderance of the evidence. Penalties cannot be suspended or waived.
 - 4. Civil Damages. Any person violating the provisions of this chapter shall be liable to the Tribe for civil damages to be assessed by the Tribal Court after the hearing. "Civil Damages" shall be interpreted liberally by the Tribal Court to include, but not limited to, the following:
 - **a.** Costs of restoration of the damaged site;

- **b.** Costs associated with the enforcement of the provisions of this Chapter;
- **c.** Costs associated with mitigation of protected historic properties, burial sites, sacred sites or traditional cultural properties, including reburial;
- **d.** Costs associated with documentation, testing, and evaluating the damaged site in order to assess the character of the site.
- 5. Forfeiture of Contraband. All remains from historic properties, burial sites, sacred sites, or traditional cultural properties obtained in violation of the provisions of this Chapter shall be deemed contraband and forfeited to the Tribe after a hearing in the Tribal Court.
- 6. Seizure of Security. At the discretion of the duly appointed Law Enforcement Officer, the Officer shall seize such property in the possession of the defendant as the Officer deems reasonable necessary to secure payment of any fine or civil damage(s), which may be levied upon the defendant upon conviction of the infraction or crime. The Officer shall further advise the defendant of his/her right to post security.

SECTION VII. SEVERABILITY

If any section, subsection, paragraph, sentence, phrase or portion of this Statute is, for any reason, held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

SECTION VIII. EFFECTIVE DATE

Effective upon signature of the Executive or thirty (30) days from Tribal Council approval whichever comes first or if the Executive vetoes the legislation, then upon Tribal Council override of the veto.

CERTIFICATION

As the Tribal Council Legislative Leader and Tribal Council Secretary, we certify that this Statute was duly passed by the Tribal Council of the Little Traverse Bay Bands of Odawa Indians at a regular meeting of the Tribal Council held on <u>September 11, 2014</u> at which a quorum was present, by a vote of <u>9</u> in favor, <u>0</u> opposed, <u>0</u> abstentions, and <u>0</u> absent as recorded by this roll call:

	In Favor	Opposed	Abstained	Absent
Bill A. Denemy	X			
John W. Keshick III	X			
Beatrice A. Law	X			
Michael J. Naganashe	X			
Aaron Otto	X			
Winnay Wemigwase	X	,		
Marcella R. Reyes	X			
Julia A. Shananaquet	X			
Regina Gasco Bentley	X			
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